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REPORT ON CANADIAN EDUCATION IN ONTARIO PROVINCE, PARTS I AND II.

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IN ONTARIO, "HIGHER EDUCATION" CONSISTS OF 16 UNIVERSITIES, WHILE "POST-SECONDARY EDUCATION" IS THE AREA OF TEACHERS' COLLEGES, SCHOOLS OF NURSING, TECHNOLOGICAL INSTITUTES, AND COLLEGES OF APPLIED ARTS AND TECHNOLOGY (CAAT). A CAAT INCLUDES A TECHNOLOGICAL CENTER, A TECHNICAL AND SKILLED TRADES CENTER, A BUSINESS AND COMMERCE CENTER, AND A GENERAL AND APPLIED ARTS CENTER. FINANCIAL SUPPORT COMES FROM THE LEGISLATURE, FEDERAL APPROPRIATIONS, ORGANIZATIONS, AND STUDENT FEES. THE COLLEGE IS NOT INTENDED TO SERVE A TRANSFER FUNCTION, THOUGH IT MAY ENTER INTO AGREEMENTS FOR SPECIFIC UNIVERSITY COURSES ON ITS CAMPUS. PROBLEMS OF THE CAAT INCLUDE (1) ARTICULATION, (2) FACULTY RECRUITMENT, PREPARATION, AND IMPROVEMENT, AND (3) CLARIFICATION OF ROLE. THIS 2-PART REPORT INCLUDES (1) A BRIEF HISTORY OF HIGHER AND POSTSECONDARY EDUCATION IN ONTARIO, (2) A SUMMARY OF INTERVIEWS AND DISCUSSIONS WITH EDUCATORS, AND (3) A REVIEW OF RELEVANT LITERATURE. (WO)

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Part I

Report on Canadian Education

in Ontario Province

UNIVERSITY OF CALIF.
LOS ANGELES

JUL 31 1967

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

AN ANALYSIS OF EDUCATIONAL OPPORTUNITY - 1966 - 1967

Frances Kelly

JC 670 615

Educational Opportunity in the Province of Ontario, Canada

Introduction

Because many young people are extending their years of formal schooling, education seems to be a catalyst for a world-wide spectrum of upward mobility. The ramifications of this movement are visible to the enrollee in terms of:

1. the potential of a higher economic standard of living
2. the possibility of a more prestigious kind of career
3. entry into a 'speciality' offering career security

The generative activity of education is particularly noticeable in the United States and Japan with the system of two-year colleges; in Great Britian through the expansion of the 'red-brick' university and the development of technical institutes; and recently in Canada with the opening of a new kind of college.

Though it might be tempting to posit all kinds of relationships between the Colleges of Applied Arts and Technology in Canada and the public, community college in the United States, it is part of the thesis of this paper that the 'community college' as it is sometimes called, in Ontario, is a distinct institution and further, that it suffers from mis-representation.

We have established three purposes for this paper. First of all, we shall look at the system of higher education in Ontario, by delineating the evolution of the provincial universities. Secondly, we shall examine the Educational Amendment Act of 1965 which brought the College of Applied Arts and Technology into existence. Finally, an attempt will be made to identify some of the conflicts exposed as the traditional role of the universities is made vulnerable by the policy endorsing the expansion of educational opportunity.

It is not the intent of this paper to generalize about the educational structure in other provinces. Each one has its own historical development and each is finding unique solutions.

Definitions

College of Applied Arts and Technology

This is the most accurate term to use in reference to the new institutions. This is the title named in the Education Act of 1965.

Community College

While this term is often utilized in conversation as connotative of the Colleges of Applied Arts and Technology, it is not accurate. The new colleges in Ontario cannot be referred to an two-year colleges either. They will offer a three year program in many cases. The term junior college connotes more of a direct relationship with a four year college. Here, again, the term is blurred by the fact that the Colleges of Applied Arts and Technology offer very little in the way of such an articulation.

Higher Education

As used by members of the Department of Higher Education, this term is usually reserved for the university level only. Although there is some indication that it will become an umbrell-like term eventually, it does not refer to the Colleges of Applied Arts and Technology.

Post-Secondary Education

This name includes everything except the university. It may refer to Teacher's Colleges, Schools of Nursing, Technological Institutes, and the Colleges of Applied Arts and Technology.

Higher Education

Higher Education in the Province of Ontario is represented by sixteen universities. They are:

Brock University
Carleton University
University of Guelph
Lakehead University
Royal Military College
University of Toronto
Trent University
University of Waterloo

Laurentian University of Sudbury
McMaster University
University of Ottawa
Queen's University
Waterloo Luthern University
University of Western Ontario
University of Windsor
York University

The sixteen universities in Ontario, therefore, constitute a network of publicly supported institutions of higher education.

Theses institutions enrolled, in 1964-65, approximately 37,959 undergraduates and a little over 6,000 graduate students. (Harris, p. 50) Tuition in Canadian universities runs about one-third as much as in American colleges. For example, the cost for the arts course at the University of Toronto is somewhat over five-hundred dollars per year.

Each of the universities depend on provincial grants, but Ontario's investment in higher education is considered high. The Bladen Report (2) states that while the national average of cost per student in the university was eighteen hundred dollars; the average cost in Ontario is over two thousand dollars. Provincial grants to the sixteen universities in 1964-65 totaled one hundred and one million dollars!

Although university spokesmen continue to state that in Ontario, the universities can handle the expected increase, there are some educators like Murray Ross, President of York University who feel that Canada is still reaching less than twenty percent of the 18-21 age cohort in higher education.

Though Canadian universities have expanded their facilities greatly since the end of the second World War, the Bladen Report notes:

> "The chance that a child born in 1945 will enter university is one in three if he is a citizen of the United States, one in six if he is a Canadian, one in nine if he is an Australian, one in twenty if he is English."

In order to comprehend the emergence of the Colleges of Applied Arts and Technology, we must better understand the educational past of Ontario. Robin

Harris writes:

> "We in Ontario cannot escape from our past-nor should we, for it is our past, as much as anything else, which distinguishes us from our neighbours in adjoining provices and states...and it is our past that explains why our solution to the educational problems we now face must differ from theirs." (Harris, p. 7)

The reference to 'states' leads us to believe that Ontario's educational system has been somewhat responsive to the American model. The Bladen report concedes:

> "No country is as much affected by American policies as is Canada, and therefore, President Johnson's education message to Congress in 1965 was almost as exciting to Canadians as to Americans, for it indicated the scale of aid to education which any country that hoped to compete with the United States in the modern world must be prepared to undertake."

First, let us look at the past.

Conspicuous Dates in Ontario Higher Education

1797

The idea of a provincial or state system of higher education in Ontario, historically dates from the year 1797. It is interesting to note that this was two years before Samuel Knox of Maryland was considering a national university in the American colonies.

At that time, Ontario or 'Upper Canada' had before its legislature, a proposal for a high school system and a provincial university to provide 1) a general or liberal arts education and 2) training for lawyers, doctors and clergymen. It was petitioned that an "appropriate portion of wasteland of the Crown" be set aside to establish a fund for both grammar schools and a college or university for the instruction of youth in different branches of knowledge. (Harris, p. 11) The petition was passed.

1827-1837

It wasn't until 1827, however, that a charter for this kind of institution less sectarian was approved. The authority of the State, rather than the church, was evident by these proscriptions.

1. The President of the college did not have to be a clergyman.
2. The governing council was to include legislatures.
3. Neither professors not council members were required to be Anglican.

At the same time, three church-related colleges were opened and many attempts were made to affiliate these as part of the provincial university. Nevertheless, only King's College received a provincial endowment. Other support came through student fees.

1849

At this point, a law was passed in the legislature which transformed King's College into an 'undenominational'* institution called the University of Toronto with faculties of arts, law, and medicine.

1853

By virtue of the University of Toronto Act, this institution was to grant degrees to duly qualified candidates prepared at other colleges in the province. In this manner, students from such schools as Victoria, Queens, Known, College of Bytown, Trinity, and the Toronto School of Medicine, were in part, related to the University of Toronto for the degree-granting function The University ceased to be a teaching institution; but a university college was established. This act firmly placed Toronto as the leader in the Ontario higher educational spectrum.

1868

In the matter of finances, provincial grants had been sufficient to

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*defined as an institution entirely free in its government and discipline from all denominational bias.

enable the colleges to grow. Now, in 1868, the provincial government decided to withhold monies from the denominational colleges. This paved the way for the Federation Act of 1887.

1887

The so-called Federation Act of 1887 called the merger of twelve existing colleges with the University of Toronto. The University was again allowed to be a teaching institution. Financial support for each college was elicited individually on an informal basis. (It has remained so until very recently). The effect of the Federation Act on the University of Toronto was such that it became (and still is), the number one structure in range of offerings, staff, and 'power.'* While the Act brought some problems to an end, it surfaced three other major issues.

1. No definite means of financial support was developed.
2. No consideration was given to the need for administrative structure in terms of coordination. (This has remained vague)
3. Autonomy blurred by financial dependence was further made vulnerable by the fact that the government made appointments and could interfere in academic areas.

1906

By this year it was apparent that something must be done. Accordingly autonomy was granted to the emerging provincial university. In answer to the first problem, a university endowment of four hundred sixty-five thousand dollars was provided for expansion purposes and provision, by formula, was given to maintain a yearly security for the University of Toronto. In asnwer to the second problem, an administrative structure encompassing the following guides was set up.

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*defined as ability to influence.

1. A Board of Governors was appointed by the government to establish, guide, and manage fiscal policy.

2. A University Senate including both staff and graduates of departments was to be responsible for academic policy.

3. A President was to serve as the connecting link between the Board of Governors and the Senate.

Thus, according to Robin Harris, "the University of Toronto became a Provincial University in the full sense of the term."

1921

Now there were four other degree granting institutions in Ontario by as early as 1906. These were Queen's (Presbyterian), McMaster (Baptist), Ottawa (Catholic), and Western (Anglican). Toronto enrolled seventy percent of the undergraduates. These colleges had difficulty getting financial support. But in 1921, by recommendation of a Royal Commission, monies from the province were given to Western and Queen's. Now two other institutions could develop in the shadow of Toronto. It wasn't until 1948 that money was made available to McMaster etc.

1951

By this period, eight universities in Ontario were given grants totaling eight million dollars. Funds were paid to incorporated bodies not under denominational control.

Up to this point, we might summarize the following:

1. The idea of a province-wide system of higher education has consistently been part of the history of Ontario.

2. Non-sectarian leadership has been most acceptable; sectarian colleges have had to accommodate to non-sectarian influence.

3. With Toronto firmly established, the university structure has grown separately from the Department of Education.

Before examining these conditions in relation to the Colleges of Applied Arts and Technology, we need to look more closely at the coexistence of education with the Parlimentary government of Canada.

The Civil Servant

Following the British model, the Canadian Cabinet is responsible for coordinating the various departments of the government. Functions thus departmentalized, are presided over by a cabinet minister. While theoretically the cabinet minister is in charge, his accountability to the Parliament is lessened as his job becomes more complex...ministers are political appointees but their immediate administrators are trained specialists.

> "Ministers have been forced to leave the actual control of departmental operations to the senior public servants under them. Thus, senior administrative officers have assumed the direction of government programs that have important political implications, and ministers have become increasingly dependent upon the political sensitivity of their administrative officers." (6. p. 356)

Who then, are the trained, permanent officials? A recent study by Canadian Sociologist John Proter called The Vertical Mosaic: An Analysis of Social Class and Power in Canada offers some real indications for understanding the Canadian 'system' along mobility lines. Harris and Kearney (6) note along with Porter that nearly 80% of the top posts in the federal service are held by university graduates and approximately 70% of these senior public servants are of middle class origin. They conclude that the substance of higher education in Canada largely excludes lower income groups. The development of a service elite is further substantiated by Porter's finding that people given prestigious positions are taken directly from business, politics or the professions. The mating of government and university establishment is, in part, responsible for the increasing involvement of the federal government in Canadian affairs.

> "While the federal government has always been involved in the economic development of Canada, the increasing complexity and sophistication of Canadian economic life have required the government to play a steadily more important role in the nation's economy." (6. p. 341)

The Structure of Higher Education in Ontario

Up until recently, there has been no formal mechanism for the administration of a coordinated educational policy in the province. For example, the matter of fixing provincial grants has been most informal. Following the publication of the Massey Report in 1951, it was recommended that:

> "a closer liaison between the Government and the Universities of Ontario be established with a view to greater coordination of university work and with the provision for advising the Government upon the manner of distribution of grants." (Harris, p. 55)

Consequently, a retired principal of Queen's University was appointed a part-time consultant on university affairs. Upon his death, in 1956, eight universities were being allocated a total of twenty million dollars! A committee of four civil servants was formed to handle procedures. This committee included the Comptroller of Finance, the Provincial Auditor, and the Deputy Minister of Economics. A member of the Provincial Department of Education (also a civil servant) was committee secretary. In both 1961, and 1964, this committee, renamed the Advisory Committee on University Affairs, was enlarged. It now had eleven members and included prominent faculty and Deans from the universities. Its purpose, established formally in 1961 was:

> "to study all matters concerning the establishment, development expansion, and financing of the universities of the province."

It is significant that in 1964, the committee was made advisory to the Minister of Education (the Hon. William Davis) rather than to the government as a whole. Just prior to this, the government established a Department of University Affairs. Their relationship remains rather blurred.

Robin Harris questions the wisdom of saying that the Provincial government has really established a system by which it can communicate with the universities. He acknowledges that the government has chosen on several occasions to express itself to a second committee - the Committee of Presidents of the Provincially Assisted Universities and Colleges of Ontario. The genesis of this committee seems to have been rather spontaneously a reaction to governmental 'spread'. Harris reports:

> "It (the President's Committee) came into being on March 21, 1962, as a result of a meeting called by the Advisory Committee on University Affairs, which wished to have a reaction of the heads of the universities to a report... In the course of the meeting the Presidents were asked to present a plan for the expansion of post-secondary education in the province. When the meeting adjourned, the Presidents reassembled by themselves and the Committee of Presidents was born." (7, p. 60)

It is not possible yet, to assess the influence of the President's committee but one can easily suggest that its cluster of power, headed by President Claude Bissell of the University of Toronto, is very real, indeed. Since 1963, this committee has issued three widely distributed reports.

1. Post-Secondary Education in Ontario, 1962-70.
2. The Structure of Post-Secondary Education
3. The City College

Each of these papers have had implications for the position of the College of Applied Arts and Technology and the plans of the Department of Education. The growth of its circle of influence is evidenced by the birth of several sub-committees under its auspices; a Graduate Dean's committee, a President's research committee, a public-relations sub-committee, a librarianship sub-committee, and one on educational television. The later is about to release a new report.

The designation of each of the segments mentioned; the Advisory Committee, the President's Committee, and the newly formed Department of University Affairs is so new - as not yet to be codified and is an issue in many university dis-

cussion. Even the notion of a system of provincial universities is without precedent.

> "Indeed, only in very recent literature does one find any direct reference to a system of higher education in ONtario by an premier, minister of education, member of Parliament, civil servant, university president, or university professor." (Harris, p. 36)

Professor Hodgetts (8) recognizes that no province, throughout Canada, administers a completely integrated educational system. Curricula operate in limbo particularly in the relationship of the changing needs of the high school as it faces the potential of the College of Applied Arts and Technology. The provinces, through their department of education, consider secondary education their own peculiar preserve. But the university community, to the extent that the new colleges represent extended education feels that it has much to say about the legitimate limits of the College of Applied Arts and Technology.

Added to this, the universities cherish a "long tradition of independence" and it is only the orge of financial stress that has forced them to re-examine their autonomy.

> "To meet these rising costs universities rely on three sources: student fees, private endowment, and government grants. It is well known that, despite progressive increases in student fees, these carry a diminishing proportion of the total costs of providing for the universities." (Hodgetts, p. x)

In Hodgetts opinion this dependence, as it becomes more visible, places the university within the public domain...thus evaluates the role of the government.

> "No provincial government called upon to give the sort of financial support now expected of it by the universities is likely to sit passively on the side lines and let each institution follow its own autonomously conceived fancies." (Hodgetts, p. xi)

There does exist idealogical conflict among certain key parties in the educational establishment as to the proper function of the Colleges of Applied Arts and Technology, as to the kind of articulation to be established between

such an institution and the universities, and as to whether or not Ontario's educational needs are actually being serviced. More will be commented on these conflicts later.

Post-Secondary Education in Ontario: The College of Applied Arts and Technology

In June, 1965, the Hon. William Davis, Minister of Education for the Province of Ontario, introduced the Bill setting forth the C.A.A.T. with these words:

> "In this age of technological change and invention, it is essential to the continued growth and expansion of the economy of our Province, and of our nation, that adequate facilities be made generally available for the education and training of craftsmen, technicians, and technologists." (9, p. 5)

Much is made of the fact that Ontario, in comparison to the rest of Canada, is almost totally industrialized. Davis indicates that fewer than eight percent of Ontario's population is engaged in agriculture or even in occupations associated with agriculture. The rationale is alos found in the highly praised 1964 Report of the Grade 13 Study Committee which the Minister quotes:

> "The truth of the matter is that we are now in an entirely different world from that of the 1920's and 1930's, and it is necessary that we extend our educational system to meet the demands of this new world. In the past wehn we have faced that sort of crisis, we have solved the problems by expanding our secondary school program..in 1871, for example, when we added general education for the many to special education for the few, or in the 1920's when technical training was introduced in a considerable number of high schools. In the present crisis, the need cannot be met simply be alterations or additions at secondary school level; this time we must create a new kind of institution that will provide the interests of students for whom a university course is unsuitable, a type of training which universities are not designed to offer." (9, p. 11)

This passage is often quoted in the C.A.A.T. literature as providing the most definitive reason for the program. Ontario's answer is distinctly a function of her own particular situation. We might note, that in Alberta, and British Columbia, the Developing system of "junior colleges" answer a different question.

As conceptualized by the Department of Education, the C.A.A.T. is to be concerned with four major centers; each of which might function as the initial segment of the finally emergent organization.

1. A technological center offering such programs as engineering technology in all sectors of engineering and industrial management - three year program. Many such centers exist in Ontario and will be the nucleus of proposed C.A.A.T.'s.

2. A technical and skilled trades center offering two year programs in many present and new technologies. Vocational Trades centers already in operation, will also provide the impetus for new C.A.A.T.'s.

3. A business and commerce center offering the usual business institute training of two years duration and in some cases, one years training would be a third beginning point. Mr. Eric Palin, Assistant Director of the Applied Arts and Technology Branch told us that Nursing and other Paramedical programs would come under this category.

4. A general and applied arts center is to be created for the matter of cultural enrichment and some academic subjects directly related to the pursuance of the other three programs i.e., English for business majors. Also, such courses as journalism, social case work, child care and public recreation are within this field.

This is what they mean, in Ontario, by a 'comprehensive' College of Applied Arts and Technology. The existing technical and trades schools can be economically immersed within a planned C.A.A.T. At the same time, something new is involved in the general program. The Department of Education feels that, in the case of those individuals who are interested in continuing their education, to the university level, this provision is made:

> "Subject to the approval of the Minister, a board of governors of a college may enter into an agreement with a university for the establishment, maintenance and conduct by the university, in the college of programs of instruction leading to degrees, certificates or diplomas awarded by the university." (10. p. 2)

This is an accomodation of sorts to the pressure put on the Department during the initial year of the C.A.A.T.'s acceptance. However, spokesmen of the

Department of Education insist that while this 'gateway' is possible, it does not represent the true purpose of the C.A.A.T.

Bill 153 -- An Act to Amend the Department of Education Act - 1965

The act which established the College of Applied Arts and Technology in Ontario lists as its general function the establishment of an institution which:

> "offers programs of instruction in one or more fields of vocational, technological, general and recreational education and training in day or evening courses and for full time or part time students." (9. p. 31)

The Provincial guidance and coordination of the planned colleges in under a Council of Regents, appointed by the Minister. The Council of Regents (presided over by Dr. Howard Kerr, a Principal of Ryerson Polytechnical Institute) is composed of fifteen members who hold office for three years. Vacancies, which are rotated, are to be filled by Appointment by the Minister. One of the main businesses of the Council of Regents is the power of appointment of the Board of Governors. Each college established, is to be under the aegis of a local Board of Governors (similar to a Board of Trustees.) This Board is a corporation, and as such, "may enter into agreement with any organization representing one or more brances of industry or commerce or with any professional organization." The Board of Governors of each college is to consist of twelve members, seven of whom, constitute a quorum. There are tow variations for the appointment procedure to the Board.

a. If the college has been set up in a 'municipality' (city, town, village or township), the municipal council will hav e the power to appoint four out of the twelve members.

b. If the college has been set up in an area that comprises two or more municipalities, the Board of Governors will be appointed according to a formula given by the Council of Regents.

Any member of the Board of Governors is eligible for reappointment. The President of the college is to be an ex officio member of the Board of Governors.

The cost of the C.A.A.T. is supported by three sources: 1) the Legislature, 2) Federal appropriations for technical education, 3) monies contributed by organizations that have entered into agreements with the college. Student fees acount for some support.

The Department of Education Amendment Act declares that the first duty of a newly appointed Board of Governors is to institute a self-study of the community needs. The Council of Regents, however, has the right to modify the Board's recommendations. Only after the recommendations are approved, is an architect, sketch plans, etc. to be considered.

The introduction of new curricula is the perogative of the Board of Governors subject to the approval of the Council, then, the Minister. In terms of the colleges program, the act calls for the formation of an Advisory Committee, appointed by the Board of Governors, for <u>each</u> branch offered. This committee is essentially a curriculum committee. The act does not stipulate who is to be on this committee.

Upon completion of a program, a student is awarded a certificate or diploma.

<u>Reaction</u>

The C.A.A.T. Act is significant for what it does not say. Whereas the provisions for the appointment of the Board of Governors are very clear, and whereas the Council of Regents are directly a matter of Department appointment, the actual structure of each individual college is left up to the agreements and understanding between the staff and other organizations. Nor formal account is to be found on the role of the President, the Deans (Principals), or faculty. No implementation of their participation

in policy making is codified. The Act rightfully insures the involvement of the local municipality in both policy and program but does not define its limitations.

This could possible lead to confusion over legitimate roles for all parties. It would seem to us that the college administration and staff are especially left in the 'gray areas'.

Future Plans

We were able in an interview with Mr. E. Palin, Assistant Director of the Applied Arts and Technology Branch, Ontario Department of Education, and Mr. H. Jackson, whose speciality is Institutes of Technology, to probe some questions relating to the structure and staffing of the C.A.A.T.'s.

The organizational chart for the Privincial guidance of the C.A.A.T.'s still exhibits some vacancies. (see Appendix). However, the Province has been subdivided into twenty areas and a college for each area is being considered. In most cases, the initial agreements have been made. Mr. Palin emphasized that while each college is to offer courses related to its constituences needs, there must be a provincial pattern so that if a student wishes to transfer from one C.A.A.T. to another, he will encounter no difficulty, Both Mr. Palin and Mr. Jackson asserted that the C.A.A.T. was not meant to be a transfer college in the American sense. They conceded the need for good counseling centers so that young Canadians are well informed about their opportunities.

In reference to staff, they indicated that experience was the first consideration and that it was their hope that in-service courses be available for faculty who have had little teaching experience. These might presumably be offered by Teacher's college personnel within the C.A.A.T.

A new faculty member is supposedly under the supervision of a department head for the first year and might be encouraged to take a summer course in teaching techniques. Neither felt this to be a problem. They again said that there is and will continue to be ample educational opportunity in Ontario and that while British Columbia, for example, amy need a 'community college', Ontario does not.

Centennial College*

Centennial College of Applied Arts and Technology opened its doors to five hundred young Canadians on October 17, 1966. Its purposes are:

1. To provide courses of types and levels beyond, or not suited to the secondary school setting.
2. To meet with the needs of graduates from any secondary school program, apart from those wishing to attend a university.
3. To meet the educational needs of adults and out of school youth, whether or not they are secondary school graduates.

The college is presently staffed by twenty-eight full-time and eleven part-time faculty who teach from eighteen to twenty hours per week. Mr. Hugh Innis, Dean of the Faculty, told us that in employing instructors, experience in the world of work was given priority. The Board of Governors listed no formal requirements for the faculty and are willing, instead to endorse annual orientations in teaching for new members. The faculty or 'Masters' are ranked according to the length of time they have practiced their skill and secondly, according to their education. Salaries based on a twelve month schedule range from $6,000 to $12,000. Part-time staff are paid $12.00 per hour.

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*Visited on November 24, 1966, approximately one month and a half after the official opening.

Centennial College occupies the second floor in what is still part of a government armory. It has been extensively remodeled and furnished with new business machines, drafting tables, and science labs. When the college opened, many of the facilities were not completed. At the time of our visit, the library had not yet received any books. The institution, for the price of one hundred dollars a year, offers courses for thos e who hold:

1. a four year Ontario high school diploma
2. a five year Ontario high school diploma
3. are 19 years of age.

Courses are of one, two, or three years duration and include such areas as:

Public Relations
Welfare Services
Early Childhood Education
Journalism
Home Economics
Business Administration
Secretarial Science

Architectural Drafting
Electronics
Engineering Technology
Mechanical Drafting

The College brochure states that "there will be constant changes in an attempt to produce quality courses that meet the demands of the times." The Board of Governors, appointed by the Council of Regents, consists of two college administrators, two local Board of Education members, a high school Principal and a Vocational high school Vice-Principal, the town (Scarborough) Treasurer, a member of the Fire Department, a local businessman, and a Newscaster!

Dean Innis finds that a majority of the first group of students are enrolled in the business administration courses. In reference to a question about sources of faculty he replied he has had more staff inquiries than he has openings. But is concerned about the image that the new C.A.A.T. is projecting and would like to see course offerings broadened. He admires the comprehensiveness of the 'community college' model.

The Issues - General or Special Education?

There is a considerable range of opinion over the 'proper' role of the College of Applied Arts and Technology. At least two fundamentally different conceptualizations are given support and the implication of these differences suggest that Shakespeare was not right - that a rose by any other name does not smell as sweet.

In order to achieve some idea of the reasons for this diversity and also to probe the differences, we welcomed the opportunity to interview several individuals who have played key parts in the implementation of the C.A.A.T. Act. We recognize that an interview is not a neutral technique; in fact, we employed it for its essence of subjectivity. Although articles and speeches give some indication of one's orientation, the interview is a better means of assessing the rigorousness of an individual's bias.

Perhaps Robin Harris, Professor of Higher Education at the University of Toronto and McCormick Smythe, Dean of Atkinson College, York University may be called opinion leaders in the sense that they are men whom others seek out for inofrmation and advice. Their respective places in the educational circle, allow both educators to function as change agents or people who promote and attempt to secure the adoption of new ideas.

Actually, Harris and Smythe represent quite different ideological positions. Professor Harris is highly respected as an authority on Canadian Educational Development and is known to be within the circle of influence which includes Dr. Claude Bissell, the prestifious President of the University of Toronto. Dean Smythe is an educational-communicator of the first order. He is the chief administrator of Atkinson College, director of the new Continuing Education Center at York University and Vice-Chairman of the

Province-wide Council of Regents... The following series of quotations will enable us to realize the differences that have evolved.

First, two enunciations from the 'generalists':

> "The Community Colleges, if they are to meet the needs of our day, must offer broad and general programmes of study as well as some technical courses."
>
> Murray Ross, President
> York University

> "Each programme of post-secondary education should consist of an essential number of general education development courses in order that the reasoning requirement for specific vocations... may be assured and academic credit should be granted to a student transferring from a community college to the university."
>
> McCormick Smythe

The fact that both of these gentlemen use the term 'community college' is significant. According to the C.A.A.T. bill and as stated by the Minister of Education, this term identifies an American concept; not the Canadian institution as it is being established.

Now for the 'specialists':

> "In these circumstances - as we have indicated - this committee is unable to see that there is any need for 'university parellel' courses in the new post-secondary institutions."
>
> Supplementary Report No. 2
> President's Committee

> "They will be occupation-oriented, for the most part, they will be designed to meet the needs of the local community and they will be 'commuter' colleges."
>
> Hon. William Davis, Minister
> of Education

Dean Smythe is an articulate spokesman for the more comprehensive point of view. He is vehement in his castration of the 'educational establishment.' He insists that a Master-Plan be created for bridging the gap between Ontario's post-secondary and higher educational system. Terming one of the problems to be the 'ad-hocracy' of the system, he warns:

> "Ad-hocracy (defined as ad-hoc changes made by large organizations or governments without careful consideration of their effects) is characterized by unevenness and inadequacy in terms of the overall pattern." (13)

Smythe believes that "we must guard and strengthen the independence of universities" and at the same time he regards the established structure as inadequate..."for there are many people in between those who deem a technical education and those who aspire to a university education for which little is being done." Thus he wants a comprehensive post-secondary institution that "bears a clearly established relation to the university." Blaming the 'smugs' "who still adhere to schools for moneyed upstarts and gentlemen" for the deficiencies, he states:

> "Instead of the classic medieval type college, in addition to research oriented universities we must develop in Ontario, a system of post-secondary education in keeping with out traditions, but yet paralleling in our modern cities that dynamic land grant college movement in the United States in which people learned not only to think but learned to respect and to work on equal terms with those who toil in ways that are not primarily intellectual." (13)

While he suggests that a metropolitan system of federated colleges might provide a partial answer, he would like to see a closer coordination between the C.A.A.T. and the universities:

> "Statements of the academic credit which will be granted to a student transferring from a community college to a university on the completion of a programme of studies should be made explicit."

Murray Ross, President of York University, has publically stated that he does not agree with his colleagues on the President's Committee. He does agree with Smythe. Of the 'university position as we shall come to see, he charges:

---

*The developing community college in Alberta is more compatible with Smythe's notion.

> "In their own self-interest, the universities should encourage the development of community colleges which will alleviate some of the burden of undergraduate teaching...an attempt by the universities to create a monopoly for themselves in the liberal arts is not only undemocratic, but short-sighted as well." (11.)

Professor Robin Harris is just as firmly convinced that the base on which the C.A.A.T.'s have been started is the best one for Ontario's needs. He does not believe that a formalized transfer procedure should be set up and he agrees with the Department of Education policy as stated by Minister Davis, who has said that the purpose of the C.A.A.T. is not compatible with the American model comprehensive community college and is not meant to be...

> "Our colleges are in no way meant to be junior universities, but rather institutions of continuing education at the post-secondary school level for those students who are not able or who do not wish to pursue university work." (9)

Harris has four points of consideration for not supporting a transfer type of program in the C.A.A.T. He, like many others, is very sensitive to the vulnerability of the university in terms of quality and standards of admission. We have paraphrased his remarks.*

1. If the C.A.A.T. were to do a proper job of offering certain liberal arts courses, this would require an adequate and highly trained staff** and comparably good equipment. Professor Harris noted especially, that Ontario colleges have been criticized in the past regarding the inadequacy of certain libraries and he felt that each C.A.A.T. would need at least a thirty thousand volume library.

2. There is no need to provide additional access to university type work. The universities in Ontario can take care of the projected enrollment at least until 1975.

---

* Interview, December 8, 1966, Innis College, University of Toronto

**One author reports that in 1957-58, forty-three percent of new university teachers came from outside Canada and in 1962, new staff members recruited outside Canadian areas, constituted forty-nine percent of the total added! This included a substantial number of Americans. (8. p. 10).

3. Harris is concerned that if transfer type programs are encouraged in the C.A.A.T., members of the local Board of Governors, and the college administration will be subsumed by the status implications of such a program. In this case, they might neglect the vocational programs. This would, in a sense, undermine the real purpose of the C.A.A.T.

4. Finally, Dr. Harris would like to see acceptable programs worked out in relation to local demand. In this he supports many of the ideas suggested in *the report, The City College. (President's Committee)

He supports university transfer only on an individually considered basis for students who show by their work in these institutions that they are capable of handling this level of work. But it should not be a matter of 'mass accreditation'.

The real distinction, in summation, between what they Smythe-Ross constituency and the Harris-Bissell constituency envision, may be found in this quotation from The City College.

> "We believe that in the Institute of Technology - broadened to include a wide spectrum of non-engineering specialties-we have an indigenous prototype for developing the valid alternative to university education that we require, and for meeting the educational challenge of the technological age. The aims do not have to be promoted: they are known and respected already. The Ontario Institute of Technology at its best is neither a glorified high school nor an ersatz university. It is a cheerful, no-nonsense, businesslike training center of high quality which has achieved status not by any artificial build-up, resounding title or "Associate" degree, but simply by doing a first-rate job." (14. p. 11)

In several conversations the image of Ryerson Polytechnical Institute was held up for emulation. It is interesting to note that the President of the Council of Regents is at the same time connected with Ryerson and that top people in the Applied Arts and Technology Branch are alumni of the same institution. In fact, a kind of institutional nepotism has grown around the deification of

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*The City College report is very critical of the "gross imbalance in the American-model community college where, as Grant Venn has charged, the transfer function has been encouraged to the detriment of the vocational. (14., p. 7)

the Ryerson model. This is not to say that the Ryerson model is not a good one. Ryerson has earned the respect of the academic community as a superior technical institution. One is still left with the question, however, of which model, if any, represents the dimensions of the C.A.A.T.

Also, the effect of the attitudes held by the 'opinion leaders' cannot be objectively measured. Dean John Stager of New College, University of Toronto, is very cognizant of the need for the C.A.A.T.'s to be held in esteem by the universities... "unless we give the liberal arts a place in the technical institution, it will become second-rate." "Professor Stager does not recommend a strictly parallel program but he does feel that "a more open way" should be provided.

*Interview, December 8, 1966.

GENERALIZATIONS

Generalization I

There are ideological conflicts concerning the functions of the College of Applied Arts and Technology.

While there are those like Professor Stager of New College, University of Toronto, who consider the question of comprehensiveness less a matter of disagreement than in the past, the fact remains that the Colleges of Applied Arts and Technology are affected in terms of breadth, by the elitist philosophy widely held by the representatives of Ontario universities and reinforced by the gross national product mentality of some of the institution's leadership. Professor Hodgetts warns:

> "In short, our preoccupation with tooling up our educational system to take care of the projected mass influx of students may destroy our chances of cultivating or preserving excellence in the universities." (8. p.xviii)

Generalization II

There are supportive clusters of power reinforcing both a restrictive functioning point of view and the general educational philosophy.

Some writers of university policy suggest that admission's procedures be made more stringent.

> "But such a change implies that those declared unsuited for university must be afforded alternative opportunities for post high school education." (8)

Generalization III

There is a general obfuscation of the relationship between the Colleges of Applied Arts and Technology (under the Department of Education) and the provincial universities (associated with the Department of University Affairs).

The communication lines among the various committees (i.e., the Committee of Presidents and the University Advisory Committee) too, are blurred. As

seems to be typical in education, more committees are being formed.

> "The difficulty is that all educational problems seem to require for their solution theproliferation of ever more elaborate administrative mechanisms and a consequent dispersion of the energy and attention of a small circle of already over-committed educators to an ever widening range of committees."
>
> (8. p.xvi)

Generalization IV

There are indications that status problems will emerge for the College of Applied Arts and Technology unless the liberal arts are given a place. There is no intellectual mystique to give the halo of esteem to the "Master" in the College of Applied Arts and Technology. Rather, there is the unpretentiousness of applied craftsmanship, which however worthy, does not always connote prestige.

Generalization V

The old order is rapidly changing as the universities are cooperating with each other both formally and informally on a provincial or regional basis. Principally in the matter of requesting grants:

> "It is clearly no longer in the interests of provincial governments to play the game this way...for the universities to persist with the old and generally ineffectual individual pressure group role."
>
> (8, p.xii)

One president told a member of the University Teacher's Commission, "We're beginning to tell each other the truth for the first time." (4) Consequently, the universities are "exercising considerably more influence than they have done in the past on the provincial Department of Education."

(8. p.x)

Generalization VI

The provincial government is playing a more visible role in university affairs. Though the universities are protective of their historical autonomy

they are becoming more dependent than ever before, on provincial largesse.

Generalization VII

The universities have formed the structure of a coalition in order to better communicate their collective judgement or position to both the provincial government and the academic community. The President's Committee, through committee appointments and committee reports has enjoyed a 'good press'. However, Robin Harris has written that one can question whether or not its judgements can be accepted as representative.

> "But while a good deal of university opinion is thus marshalled together for presentation to the government, the agency through which opinion is received and transmitted is not itself either official or truly representative."
>
> (3. p.61)

The majority decisions of the President's committee are not legally binding on the members who hold minority views, nor are the decisions of th committee, even when unanimous, legally binding on the institutions the members represent. (3)

Generalization VIII

Even if the universities are able to accomodate those who are professionally are intellectually oriented to their level, and, even though the Colleges of Applied Arts and Technology may ensure adequate training in the technologies there still exists a group of young Canadians for whom no provincial commitment has been declared.

> "There would appear to be a vast and still untapped reservoir of bright young people who, either for want of money or motivation, do not advance to higher education."
>
> (8.p.ix)

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Part II

Report on Canadian Education

in Ontario Province

UNIVERSITY OF CALIF.
LOS ANGELES

JUL 31 1967

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

THE COLLEGE OF APPLIED ARTS AND TECHNOLOGY: PROBLEMS OF ROLE, STAFF, AND RELATIONSHIP.

Frances Kelly

JC 670 615

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INTRODUCTION

> "Naturally, no institution can be transplanted exactly as it is from one country to another, yet the demands for higher education and the nature of the society which it must serve are very much the same in all the highly developed nations. Thus it is that the development of mid-level institutions such as the community college which is occurring in various countries may be studied, not so much as to the form that these institutions take, but more with regard to the forces that are behind them and the expectations that are placed upon them." (6., p.9)

Leland Medsker closed his opening speech to the National Seminar on the Community College in Canada with these words.

We should like to continue the Report on Canadian Education using Medsker's assumptions of comparability relative to the forces behind the College of Applied Arts and Technology and the "expectations that are placed upon them."

Part I Study

In the previous report, an historical analysis of higher education in Ontario revealed that the establishment of the C.A.A.T. has been distinctly affected by the intellectual position achieved by the provincial university system. Where once each university had to barter for financial largesse, there is now a semblance of both cooperation among the universities themselves and between the universities and the provincial government.

> "But in specific practical terms the great division between primary and secondary schools and the universities is that the universities are, whether they want to be or not, closely associated with the role of government itself...what this means is that governments and universities must be partners in the making of major decisions with respect to the development of higher education." (12:99)

This, indeed, is what is happening in the area of policy making for the C.A.A.T. The Reports published by the Committee of Presidents of Provincially Assisted Universities, particularly Post-Secondary Education in Ontario and The City College contain the rationale and basis for the final structure of Ontario's new institution.

The College of Applied Arts and Technology needs the acceptance of those people for whom the university is the symbol of higher level education. This struggle for status engages advisory committees considering curricula; government officials examining position papers; and Council of Regent's members who do not agree on the function of the new institution.* The avoidance of an open challenge may seem unusual in a world where the old in constantly confronted by the pressures for innovation. S.D.Clark, University of Toronto sociologist offers some explanation.

> "The strength of the ties (in Canada) with the old World is exemplified in the maintenance of the imperial connection. Canada has no revolutionary tradition. At no time in her history have the people turned their back on the past and placed their whole faith in the future. The lack of such an emotional experience has affected the development of all aspects of Canadian society." (5:198)

In our previous investigation, we questioned the understanding of the function and position for the College of Applied Arts and Technology. We made no evaluation of our generalizations. The purpose then was to familiarize ourself with the cultural context for higher education as well as inaugurate personal contact with the Ontario educational leadership.

We combed literature on the C.A.A.T., Department of Education documents, statements of Minister of Education Davis, press releases, conference reports, College of Education publications, and Community College Seminar proceedings. Ranking members of the Applied Arts and Technology Branch were interviewed, along with Dean McCormick Smythe of the Council of Regents, Robin Harris and David Stager at the University of Toronto, and Mr. Hugh Innis, Dean of the Faculty at Centennial College. A visit was also made to the Ontario Institute for Studies in Education.

Part II Study - Methodology

A decision was made to focus on three issues brought out by the initial investigation.

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* This struggle has been characterized as "la revolution tranquille" by Jean-Marie Martin in one lecture. (12:63) Robin Harris' title for a recent book on the "Quiet Revolution"

1. The Role or Expectations for the College of Applied Arts and Technology.

2. Ideas of Preparation and Recruitment of C.A.A.T. Faculty.

3. The Relationship of the C.A.A.T. to both University and Government.

For this purpose, information was sifted from four major sources; two of which we did not have access to before. In addition to literature and interview datum, we were able to acquire a copy of the first systematic community self-study in Ontario. Although not comparable to John Macdonald provincial document, the Algonquin College Report to the Ontario Council of Regents admirably satisfies a recommendation of the Ontario Educational Amendement Act:

> "Upon assuming office, a board of governors shall make a study of the post-secondary and adult education needs of the area for which the college has been established and shall, as soon as possible after the first meeting of the board of governmors, submit for approval to the Council of Regents a report containing specific recommendations concerning the proposed educational program."
>
> (from Department of Education Documents)

Secondly, with the cooperation of Mr. E. Palin, Applied Arts and Technology Branch, we were able to secure the names of all the newly appointed C.A.A.T. Presidents and send a two-question letter to them. Their responses provided much insight for this study.

The proceedings of the first National Community College Seminar plus our attendance at the second conference sponsored by the Ontario Association for Continuing Education (January 13,14, 1967) enabled us to meet individuals working on problems of faculty preparation. Professor W.B.S. Trimble, of the Ontario College of Education, University of Toronto, allowed us to survey the members of his "Introduction to College Teaching" course - being offered for the first time.

Discussion groups revealed the tone of the participants' attitude toward the C.A.A.T. and the informal introduction of the C.A.A.T. presidents was enlightening. But the chance to mingle with conference people and C.A.A.T. leadership and

the opportunity to observe spontaneous questions raised from the floor, offered the promise of understanding not uncovered in the literature.

The methodology employed rests on our assumption that in order to write about another system, one must go where the action is. That - this is not always possible is essentially the major limitation of this study and perhaps of any similar to it.

It would be naive, empirically, for us to believe that we have been able to enter the decision making arena for the College of Applied Arts and Technology. John Porter's monumental investigation of social class and power in Canada (16) substantiates our reticence. His assertion is that one can realize the genesis of policy and hence role, only if one recognizes the position of elites in Canadian society. The problem of access to this group may be insurmountable, particularly if we accept S.D. Clark's words:

> "An educational system may become a powerful force directed towards maintaining the status quo not only because of its command of the resources of the state or of the church and its elaborate and propaganda-minded bureaucratic organization but because every person in the community whose social position depends upon the education he received is in some way an apologist."
>
> (5:200)

We hope that the public utterances of the visible leadership gives suggestive leads to the forces and the expectations commented on by Dr. Medsker. At least, this is the kind of datum on which we should like to build.

The Sociology of Power and the Position of Elites

Power, as sociologists have historically defined it, refers to the capacity of one actor to do something affecting another actor, which changes the probable pattern of specified future events.* It is differentiated from authority by these conditions: a) authority is supported by legal sanction and b) authority is visible to those outside the office.

---

* This definition is found in Nelson W. Polsby's study "Community Power and Political Theory", p.3.

The Stratification View

Studies of community power have traditionally been based on stratification theory which assumes the existence of a socio-economic elite. A sampling of classic explorations of this type includes the following:

Name of Community	Researcher	Conceptual Focus
Middletown (Muncie, Ind.)	Robert & H. Lynds	dominent interests = business interest
Yankee City (Newburyport)	W. L. Warner	the relationship of class structure to social influence
Elmtown (Morris, Ill.)	A. Hollingshead	the relationship of family wealth and lineage to political influence
Bigtown (Baton Rouge)	R. Pellegrin	preoccupation of business people with public relations to promote a businessmen's ideology.
Atlanta, Georgia	Kent Jennings	identification of community influentials
Atlanta, Georgia	Floyd Hunter	idea of power pyramid

There are many examples of the same approach cited by John Porter in his analysis of social class and power in Canada (16.) All are based on a familiar set of propositions.

1. The group having the highest socio-economic standing is the most powerful group in the community.
2. Political and civic leaders constitute a power which is subordinate to that of the "upper class".
3. A single "power elite" rules the community.
4. This elite rules in its own interests.
5. The power factor is relatively constant in decision making.

Porter's report is a catalogue of power bases stemming from corporate, political, religious, and governmental resources. Although he attempts to identify an octopus type influence of an economic elite holding multiple and overlapping directorships, Porter does posit the existence of several elitist sub-systems. This is comparable to Floyd Hunter's notion of an "under-structure of power". In this respect, Porter's frame of reference is similar to a recently favored approach to the study of community power.

The Pluralist Approach

Robert Dahl and Nelson Polsby*, in their studies of power, reject a) the notion that one group dominates a community and b) the assumption that power distributions are static and unchanging. The conception of power held by the pluralists presumes the actuality of many power bases; not a single one.

> "Pluralists see society as fractured into a congeries of hundreds of small special interest groups with incompletely overlapping memberships, widely differing power bases, and a multitude of techniques for exercising influence on decisions." (Polsby-p.118)

Coalitions of power vary depending on the decisions to be made. Decisions concerning control over jobs and decisions relative to social acceptance may not be made by the same groups.

But if we accept a fragmentation of control approach, we need less to find out about where an influential ranks (stratification theory) and more about the nature of the role he plays.

> "If a man's major life work is banking, the pluralist presumes he will spend his time at the bank, and not in manipulating people. This presumption holds until the banker's activities and participations indicate otherwise."
>
> (Polsby - p.117)

If Porter's analysis is valid, it may be possible to understand the rationale for decisions made about the C.A.A.T. by tracing patterns of social role but if the idea of Canadian elitism holds, there remains a central under-structure of power that is primarily invisible.

---

* Dahl, Robert. Who Governs? and Nelson Polsby. Community Power and Political Theory.

THE AVOIDED EIGHTY PERCENT

Some Statistics on Wastage

"What about the 80%? This is the big question.
Perhaps we are not emphasizing this enough?" *

Between 15% and 17% of the young people 18-21 years of age, go on to university in Canada. The Bladen Report (3.) phrased this as a one in six ratio of educational opportunity for young Canadians.

Within the last ten years, the Province's official educational leadership has called attention to areas of lag and wastage. Historically, warnings were publicized relative to the secondary school system. The proceedings of the 1956 National Conference of Canadian Universities (2) reported on relevant research for English and French Canada.

> "Supporting evidence of the heavy mortality in secondary schools may be found in the studies of pupil-retention made in several provinces. The most recent data for Ontario indicate that, of 100 children who begin school life, 61 enter Grade IX, 56 enter Grade X, 46 enter Grade XI, 21 complete Grade XII, 12 complete Grade XIII, 4 enter university, and not more than 3 graduate." (2:87)

The researchers summarized that of 100 children who begin school, (for all of Canada), 7 or 8 will enter university and probably not more than 5 or 6 will graduate with a bachelor's degree.

In the same proceedings, the high proportion of university drop-out was noted. Claude Bissell, as President of Carleton University, stated that an average of 7.2% of the 18-21 age cohort was attending university. (2:4)

A decade later, Bissell, now president of the University of Toronto, writing in Changing Patterns of Higher Education in Canada, is cautious yet

---

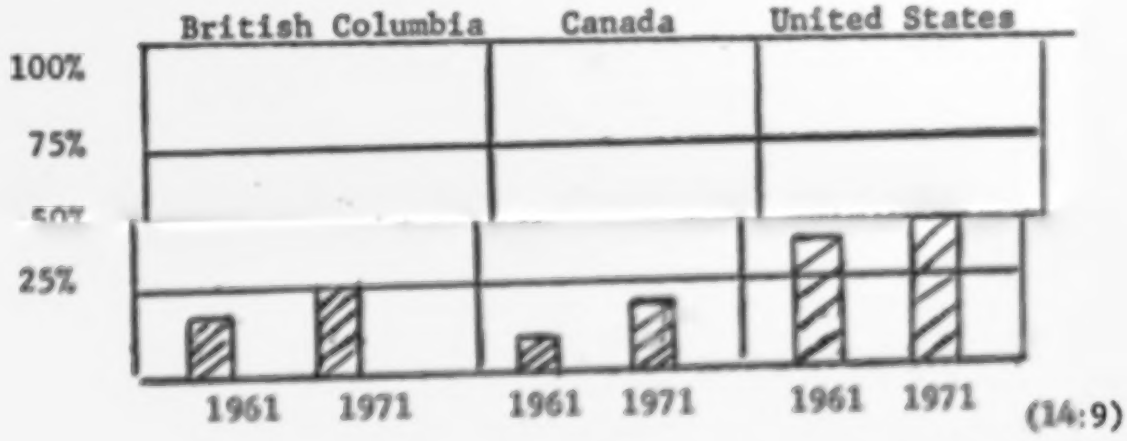
* Question from the floor at the 1st National Community College Seminar, Toronto, May, June 1966.

hopeful.

> "In terms of what the Bladen Report refers to as the participation rates, that is, the proportion of college-age boys and girls attending university, we are still a long way behind the Americans. Indeed, the Bladen Report anticipates that the rate will become only fifteen percent by 1970-75. Still this is proportionately a tremendous change from the participation rate of only a few years ago."
>
> (12:103)

The actual proportion of college enrolment differs from Province to Province. Ontario's number is not the highest; even though it is the most heavily populated area. British Columbia could boast of close to 18% of the 18-21 year group in university in 1961-62. It is now estimated to be close to 20%.

UNIVERSITY AND COLLEGE POPULATION AS A PERCENTAGE
of 18 to 21 YEAR - OLDS.



(14:9)

In John Macdonald's study of higher education in British Columbia, he registers concern over the lack of alternatives for the university drop-out.

> "Fewer than 50 percent of the students who enrol as freshmen obtain a university degree. Hence, it is evident that some of the students who come to the university are, in one way or another, unsuited for university studies. Some may not intend to take degrees; some may be incapable of undertaking a university program...all, however, have proved themselves reasonable students in high school...all have chosen to continue some form of further education...and yet, by and large, we offer them academic education or nothing."
>
> (14:49

A third type of concern has only recently been expressed. The report of the Economic Council of Canada (December 1965) served to pinpoint Canada's need for a skilled labour force. Less than 25% of Canadian workers are in such

occupations. (14:9)

The Council statement emphasized the present educational system's inability to service national needs for a gradually industrializing economy and as such was the impetus for a more accessible form of higher level preparation. This report and that of the Presidents of the Provincial Universities (Post-Secondary Education) have proven to be the rationale for the establishment of C.A.A.T.'s in Ontario. Minister Davis has quoted both on numerous occasions.

> "Our concern relates to the role of education in the growth of the national economy...especially in our discussion of the vital need for creating and maintaining an adequate supply of professional, technical, managerial, and other highly skilled manpower as a basis for future growth."
>
> (quoted by Minister Davis from the Economic Council Report)

The various provinces have responded to this national review in significantly different ways. Several of the provinces have opted to endow their new institution with university ties. This has been the case in the western part of Canada; But in Ontario and to some degree, in Quebec, the newly formed colleges have a blurred relationship to any structure of higher education. Some economists have commented that the reason that the C.A.A.T. was placed under the jurisdiction of the Department of Education rather than the Department of University Affairs is because that is where financial support can be found.

Responses by Province

> "Still being left with at least 6,000 potential undergraduates outside the universities in 1965, over 10,000 in 1966 and 20,000 to 30,000 in 1970, the committee discussed the kind of new institution at the university level that should be established in the Province."
>
> (Report on Post-Secondary Education)

Within the ten provinces, the notice of educational lag was interpreted to establish a continuum of new liberal arts colleges to vocational schools.

British Columbia - With the highest proportion of young people in university of any province, B.C. is dominated by one institution. Macdonald's study (14:45) reveals that 86.6% attend the University of B.C., 11%, Victoria College, and 1.8% attend remaining colleges. The commitment is to transfer oriented district colleges

and regional colleges. Legislation passed in 1958 did not result in effective action until the publication of Macdonald's study in 1962. Now Vancouver City College and Selkirk College are building to meeting an expanding enrolment.

Alberta - Like B.C., this province's idea of a junior college is linked to the university system. "This link extends to a virtual university control of curriculums, staffing, admission, and examinations." (19:26) Dr. Andrew Stewart's study (17) gives factual basis for the new institution in Alberta and is an example of the kind of junior college literature being generated in Canada.

Saskatchewan - Since 1965, this province has begun to build a junior college system - again requiring University of Saskatchewan affiliation.

Manitoba - A self-study is in progress for this province. Grant (19) believes that the resultant system will be patterned similar to Saskatchewan's.

Quebec - After a four year self study of all existing levels of education, this portion of French-Canada is ready to make far-reaching changes. Two forms of college [illegible] posited: 1) pre-university or classical institutions and 2) technical or specialized schools. Thus, the double standard of continuing education will be retained. The Dean of Arts at Level University has clarified his province's position thusly:

> "Our community college will be something like the College of Applied Arts and Technology in Ontario, but will also give courses that will lead to university. It will be comparable to the American Junior College, but only when that institution gives vocational teaching as well as academic, and when that academic teaching is parallel to that given by the universities." (6:13)

New Brunswick, Nova Scotia, Prince Edward Island, and New Foundland have made some moves in the direction of a community college program. For example, the University of New Brunswick has a junior college branch.

Generalization - Appraisal

EVEN IF THE UNIVERSITIES ARE ABLE TO ACCOMODATE THOSE WHO ARE PROFESSIONALLY AND INTELLECTUALLY ORIENTED TO THEIR LEVEL, AND EVEN THOUGH THE COLLEGES OF APPLIED ARTS AND TECHNOLOGY MAY ENSURE ADEQUATE TRAINING IN THE TECHNOLOGIES, THERE STILL EXISTS A GROUP OF YOUNG CANADIANS FOR WHOM NO PROVINCIAL COMMITMENT

HAS BEEN DECLARED.

Ontario's policy seems unique in that the legislation stipulaes independently funded and structured institutions having no spelled out relationsip to any of the provinces sixteen universities. Also, on the basis of the divrsity of role-expectations which different people have about the College ofApplied Arts and Technology and in the absence of a defined articulation policy we wonder stilliftoo much is being asked of one kind of institution.

The prognosis for an "open-door" policy is further questionedin that the C.A.A.T.'s, as the only visible channel of occupational mobility, ay contribute to a subtle form of social selectivity for young people vying for position in the technologies. If there is nothing between the vocational biasof the College of Applied Arts and Technology, and the intellectuality of the unersity, we would agree with Dr. Alan Thomas' opinion.

> "The community college is the hopeful new innovation. But it is possible that it is not going to meet all these needs. Someone said, that the community college may evolve in different places and in different ways, perhaps in a way in which it itself becomes selective, and we will have to invent another institution." (6:63)

Do the educational decision makers in Ontario really believe Mr. Sisco*

when he remarks:

> "Ontario is admittedly designing a post-secondary system for the 80% of people who, while they certainly have a great deal of intelligence, are not suited to the theoretical, abstract discipline oriented university-type of education." (6:64)

We wonder.

* Mr. Norman Sisco is the chief member of the Applied Arts and Technology Branch of the Provincial Department of Education.

ROLE-EXPECTATIONS FOR THE COLLEGE OF APPLIED ARTS AND TECHNOLOGY

It is in the area of articulation that the most visible confusion of purpose exists. The legislation endorsing the C.A.A.T. in Ontario Province is not altogether clear on the relationship of the new college to the university. While the Act does not deny the right of an individual Board of Governors to enter into an agreement with a local university, it does not, at the same time, encourage it.

From the university point of view, this has been written:

> "In this connection, too, the university itself, may, under the Act, institute within the colleges its own courses, which it will direct and teach. Such courses, when and if they are implemented, however, must play a secondary role in the colleges, lest the community concept on which the colleges are based be destroyed; at present, and in the foreseeable future, Ontario does not lack university seats."
>
> (Statement by N. Sisco issued for the journal Continuous Learning September-October 1966)

By the same token, university access to outstanding students is taken for granted. Both Mr. Sisco, speaking for the Department of Education, and Claude Bissell, speaking as a university president, are willing to say that "Good students are always welcome".* But, President Bissell cautions that much implementation for even this level of articulation needs to be accomplished.

> "It will assist prospective applicants from the C.A.A.T.'s if we publish a statement of our requirements for admission with advanced standing, and we should do this as soon as sufficient knowledge exists about the content and standards of the courses to be offered in these colleges."

The Department of Education's Position

> "We need an alternative to a university education..not more universities. We can't depend on a dried up source of immigration for technological and professional expertise."
>
> (from N. Sisco's speech before the Ontario Association for Continuing Education - January 13, 1967)

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* Letter to the author from President Bissell, dated December 14, 1966.

Mr. Sisco explained that the Colleges of Applied Arts and Technology are being expanded on an existing framework of vocational centers, business schools, and technical institutes. Therefore, they may not seem to resemble what they will be. He claimed that Seminar participants must not "confuse existing programs with long range objectives and the total college concept."

The department point of view stresses the community needs approach echoing the findings of the Economic Council report noted earlier. We find that Mr. Sisco's remarks made this past winter are much more flexible in their connotation than what he expressed at the National Seminar on the Community College in May and June of 1966.

> "We are not going to have one damn credit course under a College of Applied Arts and Technology legislation. It is all going to be general education for adults or anybody else."
>
> (6:65)

This mellowed view of the Department of Education is reflected in recent institutional position papers like the Brief to the Minister of Education prepared by the Collegiate Institute Board of Ottawa. It says:

> "The new college needs to reflect a concept of excellence related to assisting the learner to develop his talents at various levels, rather than the prevalent confusion which tends to relate excellence in too large measure to high entrance requirements. Graduates of the colleges will undoubtedly be welcomed by business, industry, government service, and the universities."

And, the statement continues:

> "At the present time in our area there appears to be only a minimum need for transfer programs to our universities. This need may grow, and in our opinion, such programs should be developed in response to needs as they arise in the community and as such needs are indicated by the universities."

There is little question about the necessity for another type of transfer.*

Similarly, current community college literature published for the Ontario College of Education, buttresses the official stand. Dr. Bissell has written:

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* The other type of transfer is defined as the ready transfer of students within the various components of the college and also from C.A.A.T. to C.A.A.T. in the province.

that he does not envision the Colleges of Applied Arts and Technology as "parallels to the university but as genuine alternatives."

> "I do not wish to review the controversies that followed the recommendation except to make two points about the nature of the argument. In the first place, the issue is not a simple choice between full accessibility and elitism. It is a question of the distribution of our resources in accordance with both personal and national needs."
>
> (12:97)

This is certainly in agreement, theoretically and substantively, with the Department of Education.

Underlying all of these statements, there is a marked lack of faith in the kind of educational quality to be found in the C.A.A.T. The concern of the university people that the College of Applied Arts and Technology prove itself first, mirrors this hesitant attitude of acceptance. The Post-Secondary Education report of the President's Committee reveals it even more:

> "The advantages of co-ordinating existing educational activities are evident. But the committee was dubious about the two-year colleges, believing that they would be regarded as an inferior substitute for degree-granting institutions and would fail to win public acceptance, or else that there would be an overwhelming demand to add a third year and grant a degree."
>
> (Post-Secondary Education:20)

On this basis, the President's committee decided not to recommend the establishment of 'composite two year junior colleges.'

A Professional Educator's Point of View - Dr. Robin Harris

In our Part I study, we identified and referred to Robin Harris, Professor of Higher Education at the University of Toronto, as an 'opinion leader' in the decision making spectrum. In an interview,* Dr. Harris presented four reasons why he believes the C.A.A.T. should not offer any transfer programs. High on his list was a concern over faculty quality in terms of presenting university parallel course work. This, again, coincides with the worry over the level of acceptance.

* Interview - December 8, 1966, Innis College, University of Toronto.

Next, Professor Harris wondered about the nature of library resources at the new colleges and indicated that even the universities need to dramatically improve their library holdings. One of his most convincing arguments was that when and if the Colleges of Applied Arts and Technology do offer transfer type programs, this will undermine the status of the vocational curricula (as he noted has happened in many American Junior Colleges) and prestige conscious C.A.A.T. administrators and staff will compete to offer parallel programs to their community.

Finally, Dr. Harris mentioned the oft-heard argument that for all those who truly wish a university level education, there is plenty of room...at least until 1975.

The New Presidents Speak

On the assumption that the chief administrative officer, particularly of an institution without a past, candidly affects the nature and direction of his organization, we asked the appointed presidents of Ontario's first Colleges of Applied Arts and Technology to respond to the following questions.*

I In your position as president, do you hope to provide for some system of transferability of course work from your college to one of Ontario's universities? If so, what are your ideas on this?

II Do you foresee a coalition of the C.A.A.T. with local universities? If so, what university would you like to work with?

The responses to question II are discussed in a later section.

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* The presidents who did reply constituted the total number appointed as of January 23, 1967. A letter on that date, received from Mr. E.L. Palin, Assistant Director of the Applied Arts and Technology Branch of the Ontario Department of Education, lists 13 Colleges named but only 5 presidents actually appointed. The five queried were Mr. Hazelton (Mohawk C.A.A.T.), Dr. Quittenton (St. Clair C.A.A.T.), Mr. Franke (Lambton C.A.A.T.), Mr. Haar (Centennial C.A.A.T.) and Mr. Newnham (Seneca C.A.A.T.) In four instances, the new president personally replied; in one instance, the Executive Secretary of a college answered in the president's absence. A sixth new college was included (Algonquin).

The reactions to question 1 can be classified as:

Favoring transferability of course work	- 3
Favoring limited transferability	- 1
Not favoring transferability	- 2
	6

The two presidents who see little or no possibility of pursuing a transfer program do not believe that such a program is the peregative of the C.A.A.T. One writes that "the prime responsibility of the community college in Ontario is to provide terminal courses and not to develop transfer courses." The second reminds us to read the Documents for further clarification of "our aims and objectives."

The president in favor of limited transfer qualifies it this way:

> "For example, if a student in one course performs in the honour bracket, I would hope that he would be able to transfer to the second year of the four year university course...these arrangements have not been made as yet."

Further, "It is not our intention, he says, to provide a stepping stone to the university from the high school for our students." but he "hopes that there will be limited transfer of students from some of our three year courses to the pertinent university course."

Four respondants favor transferability and reveal the point to which they have followed such a procedure.

> "With respect to transferability to universities, the Act indicates that this can be worked out on a bi-lateral arrangement between a college and a university. We expect that of our present enrolment, somewhere between 5 and 10% of our students will be concerned with this aspect as the institution grows. This does not rule out an increased interest...we have already made tentative contact with two universities to explore the possibilities of such arrangements."

One president recognizes the impress of "public approval" which he feels will "force the universities to actively consider the question of transferability."

In this manner it may be possible for Ontario young people to perceive a new channel for university entrance.

> "It is likely that people seeking transfer will have graduated from a College of Applied Arts and Technology, worked in the field for a number of years, and will be able to properly appeal for entrance to the universities as mature students."

Regardless of his faith in the ability of the C.A.A.T. to offer high caliber programs, one of the two presidents declares that the burden of acceptance will be on the C.A.A.T. to "produce graduates of sufficiently high academic standard to make it possible for the universities to accept them." His ally, at another C.A.A.T. agrees that "it is our hope that there will be an avenue whereby qualified students will be able to get credits at Canadian Universities for such courses where they are or can be considered equivalent to University courses." Carefully, he adds : "This will have to be worked out with the universities but we anticipate that there will be such an arrangement worked out in the near future."

We would conclude that the views of the new presidents are not exactly consistent either with each other or with that held by the Department of Education. We would hypothesize that each man's philosophy on articulation bears relation to his previous experience and to his perception of his 'community'. This would be an interesting point for further study.

Seminar Discussion Related to Role of the C.A.A.T.

As an observer at the Ontario Association for Continuing Education's Seminar on Community Colleges early this year, we were able to sense the confusion on the part of the participants in relation to this question of role. A University of Toronto professor characterized the C.A.A.T. as not either a higher level high school or a lower level junior college; but he couldn't say what it might be for the group discussion he was chairing.

A social worker stated "I don't see the uniqueness of them...we don't seem

to have any idea of what to do with this institution. It is the same pattern that you get in social agencies. We have so many organizations; each wants to be autonomous but there is much overlapping."

The Director of a Library and Museum wondered: "We haven't decided what is the function of the C.A.A.T. and is it really a new organization?" Like the social worker, he commented - "If there is any difference between it and existing schools, no one has pointed it out to me."

The Director of one civic organization asked: "The officials are talking broadly, but do they really mean it?"

A second University of Toronto professor questioned the manner in which the program for the C.A.A.T. was 'given to us'. Worried about a lack of innovation, he stated, "no one questioned Mr. Sisco when he said that there will be no transferability. But we have a right to question - there are no authorities on the community college in Ontario."

Our notes reveal that a significant amount of time was spent discussing the position of the C.A.A.T. president. The member of a Chamber of Commerce indicated that:

> "the appointment of the president is the most important factor in the college's development. He gives direction, must be imaginative, and hopefully, innovative; but we must remember that his appointment is a political one."

One woman, active in community organization work commented:

> "How can a board of governors who has not had any experience with the potential functions be able to choose a president? Is it by chance that the proper man gets into the slot?"

Generalization - Appraisal

THERE ARE IDEOLOGICAL CONFLICTS CONCERNING THE FUNCTIONS OF THE COLLEGE OF APPLIED ARTS AND TECHNOLOGY

and

THERE ARE SUPPORTIVE CLUSTERS OF POWER REINFORCING BOTH A RESTRICTIVE POINT OF VIEW AND THE GENERAL EDUCATION POSITION.

Our Part II study reaffirms these statements. One can see two examples

of differences of approach in the policy of British Columbia as compared to Ontario.

Dr. Macdonald elucidates the British Columbia plan to:

> "Combine the ideal of providing suitable higher education for all students who can benefit from it with the ideal of equality of opportunity for all students...provision must be made in two year colleges for those students who want to transfer to a four year college or a university later on." (14:13)

At least two of the presidents of Ontario C.A.A.T.'s would agree with the idea that such provision be made in the beginning rather than after an educational 'probation' period. The informal agreements to honour individual students, of high caliber, with university acceptance is not sufficient to answer the new patterns as they arise. What about the student who does not make it the first time? Or those, as one president suggested, who decide to work for several years between their secondary education and the university. Everyone is not as optimistic as is one president who wrote:

> "In essence, I anticipate some difficulties, but I do not think they are insurmountable. In time, as graduates <u>prove themselves</u>, the universities will be more receptive to crediting their programs in college as a legitimate equivalent to early university work."

It is really the Colleges of Applied Arts and Technology who must prove themselves first.

THE PREPARATION AND RECRUITMENT OF C.A.A.T. FACULTY

Continuous Service

Department of Education personnel have presumed that in-service courses will be available for new faculty with little teaching experience. A proposal is made for a three week, summer orientation course followed by a series of meetings throughout the first year. This continuous development of staff thinking would be extended to a second summer's course.*

Sabbaticals have been discussed for those teaching in the rapi-change fields. The need to renew work experience and the notion that faculty have a sensitivity to the total community demands periodic release from the classroom.

We would expect that each of the new colleges might propose unique introduction to the teacher's role at their institution. The idea of 'success' must be qualified, however, in those situations (ie. Algonquin and Humber College) where the C.A.A.T. has been built on the foundation of an already operational vocational center. In such a case, the C.A.A.T. does have a past and those faculty associated with the 'old' vocational center have previous successful conceptions of a role. The effective performance of their functi in the vocational center, is the real basis for establishing a new C.A.A.T.

Are there differences between the role the staff previously layed at the center and their part in the College of Applied Arts and Technology?

What are the status consequences for these 'charter' members as they are infused into a more complicated organization?

Each of these questions has to do with a theme that is constant in admini-

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*Proposed by Mr. Craighead (Administrator-Supervision and Curriculum), Mr. Palin (Assistant Director), of the Ontario Department of Education and Professor Trimble of the College of Education, University of Toronto.

strative literature. What happens when one structure is dissolved by another? The elaborate mechanisms that must accomodate this change, pose a threat to the former image of the faculty member; and from this can be traced the gap in commitment between the 'academics' and the 'technologists.'

A Novel Approach at Centennial College

Centennial College of Applied Arts and Technology was the first new college to open in the Province of Ontario.* The staff is making pioneer efforts to follow through its responsibility to give "courses of types and levels beyond, or not suited to the secondary school setting and apart from those wishing to attend university."

Under the direction of Professor W.R.S. Trimble of the College of Education at the University of Toronto, Centennial is sponsoring an evening course called Introduction to College Teaching. Dr. Trimble announced at the recent Community College Seminar that 58 adults had registered for the no exam, no credit, course.

With his permission, we sent a one page questionnaire to the course members. Forty-one replied.

The group is almost equally representative of males (24) and females (17). More than half of the total group are over age 40 and nineteen members are over age 45.

While a majority (21) have a bachelor's degree, four hold a masters, one has a Ph.D., and fifteen do not have any formal degree. Several have engineering diplomas and business school certificates.

There are thirteen participants already teaching at another level; three in an elementary school, eight in secondary school, one Centennial faculty member , and one private language tutor.

The class is representative of a mature and experienced group having diverse backgrounds.

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* Centennial College opened on October 17, 1966.

Present occupations (other than teaching) include civil service work, writing, the ministry, secretary, draftsman, accounting, sales, counseling, art, clinical psychology, and factory work. In addition, the group has a retired member of a large company Board of Directors and an Insurance Agency President.

The major reason stated for taking the course is "to investigate the possibilities for teaching college." Many would like information about what is required for them to be 'marketable'. A number are considering college teaching as post-retirement work. Those in teaching see the C.A.A.T. as a place where "there is a chance for faster promotion in a new system" and the opportunity to enjoy "more mature students." Those in business observe that college teaching, though formerly appealing, is just beginning to be acceptable financially. "Salary was a stumbling block - now things appear to be changing."

When asked what they intended to teach, were they to find a position in a C.A.A.T., they listed a range of subjects from English to Tool-making.

The class participants are clearly using the course to identify the potential of the C.A.A.T. for their purposes. Professor Trimble, on the other hand, has conceived of the course as part of a recruitment program. While some good candidates may be selected and encouraged by the sessions, others, he trusts, "will guide themselves out" as they find that the College of Applied Arts and Technology is not for them.

D.B. Sutherland, in a letter* which accompanied the responses, wrote:

> "My own personal judgment would be that far less than half of the people taking the course would seem to have the necessary potential for a college appointment."

The cooperative design of Centennial College and the College of Education should result in a much better description of the C.A.A.T.'s teacher's function even if not too many candidates are found.

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* Letter to the author, February 6, 1967.

Seminar Discussion

There is nothing in the Educational Amendment Act to guide institutional polic for the implementation of training assistance which might come from the universitie The C.A.A.T. is administratively "completely divorced from the universities in Ontario." (6:66)

The ideal preparation of C.A.A.T. faculty has been publically discussed at Community College Seminars. And it has been university spokesmen who have had something to say about formal requirements for new faculty.

Professor Robin Harris, speaking at the 1966 National Seminar, observed that a community college is mainly different from a "public and secondary school in the fact that the teacher can assume motivation". He continued, "the kind of training that the community college teacher has will be a different one than that appropriate for the elementary or secondary school teacher." (6:74)

> "On the other side, it is a post-secondary institution but it is not a university and therefore, it has a practical orientation rather than a theoretical orientation."
>
> (6:75)

The teacher in the community college, he declared, needn't demonstrate a capacity for research nor should such capacity have anything to do with initial appointment, promotion, or dismissal.

Dr. John Macdonald, in British Columbia Province, would agree with Harris.

> "Whereas the university emphasizes research and the ability to supervise graduate work, I would expect the two-year college to emphasize teaching ability and community service."
>
> (14:33)

Dr. Harris has two major recommendations. First, he calls for a common base for all teachers in the community college. This he perceives in the form of a B.A. degree +. The 'plus' involves special course work.

> "Now I think one reason why something I am calling a first degree level is a basic requirement, is that the teacher in a community college must understand the process of teaching, he must understand the kinds of students he is dealing with and the kinds of problems that they are dealin g with."
>
> (6:81)

The experience associated with an apprenticeship can be viewed as equivalent background.* Harris contends that teaching is a kind of behavior which many people engage in and that it is not so mysterious that individuals from different occupations cannot acquire adeptness at it.

> "I suspect that if one made a job analysis of what the manager of this hotel does, one would find that a considerable proportion of his time is involved in teaching. That is to say conveying information and persuading people that something should be done or learned...I think perhaps 50% of the people in Canada are potential teachers in some direction and I think it is a question then of finding them and of directing them to it." (6:75)

In addition to laying bare the professional mystique of teaching, Dr. Harris is stoutly against any form of certification. "I would like the community college to be in the position where it is not trapped by certification that was made permanent at a time which is now pre-historic." (6:85)

Macdonald's recommendation (14) calls for at least the equivalent of an honors degree and that the candidate be a graduate in the subject he wishes to teach.

Sources of Faculty

There is no shortage of candidates for the College of Applied Arts and Technology's staff. There is no assumption made that the quality of faculty is a function of teaching experience. Most new faculty at Centennial college have an industrial or business background. Representatives of the Department of Education give such experience priority over familiarity with teaching techniques. This can be learned on the job, they say.

John Haar, Centennial College President informed us:

> "We are recruiting as part-time lecturers, some of the teaching staff from the metro universities who bring to us their specialty. Also, we intend to recruit a number of students persuing graduate degrees at the universities and also teaching the lower levels -

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* Centennial College has an equivalency system whereby each candidate is given credit for business and industrial experience along with formal degrees.

> of undergraduate work, to become part-time instructors in our universities. *

The primary sources now, for the College of Applied Arts and Technology, are 1) business and industry, 2) other teachers, 3) part-time university personnel, 4) part-time graduate students.

The sources named by some university spokesmen are 1) B.A. graduates, and 2) a host of undiscovered 'teachers'.

If the Colleges of Applied and Arts and Technology are to be provided for, the universities are not. **

A Puzzle

We believe that many of Professor Harris' B.A. prospects might prefer to remain where they are; perhaps they will teach part-time while they continue with graduate study. Claude Bissell comments on the graduate school trend in Harris' edition of Changing Patterns of Higher Education in Canada.

> "For 1965-66, there are registered in the School of Graduate Studies, 2,906 candidates for graduate degrees, of whom 2,398 or or 83% are full time. Eight hundred thirty-nine of the full time degree students are Ph.D. candidates; this is 35% of the full time enrolment in the Graduate School and it represents a greatly enhanced emphasis on the highest level of the program." (12:95)

J.A. Corry of Queens University reveals that the percentage of full time faculty in the university, who hold a doctorate, is roughly 45%. (13:10)

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* Harris backs his argument with some figures: Ontario's undergraduate enrollment is moving to 110,000. "Now what exactly is the general B.A. going to do? Well, my guess is that in the majority of instances, they are going to become teachers." (6:76)

**The report of the President's Committee (Post-Secondary Education) admits that the committee was "haunted throughout its deliberations" by the problem of finding future university staff. It stated that 1/5 of the budget for faculty salary at the time of its research, was for part-time staff (University of Toronto). The Macdonald report noted that in British Columbia, 125 new staff members are needed each year and that in the "whole of Canada, only about 280 Ph.D.s are graduated in the same time." (14:15)

If graduate fellowships and stipends are extended, the source will not be as logical as imagined.

New patterns of continued education are anticipated. One could teach for a short-term and then re-enter graduate school. This is only one example of how part-time faculty might be just as evident for the purposes of the C.A.A.T. as they are now, for the staffing needs of the university.

Generalization - Appraisal

THERE IS NO INTELLECTUAL MYSTIQUE TO GIVE THE HALO OF ESTEEM TO THE MASTER IN THE COLLEGE OF APPLIED ARTS AND TECHNOLOGY. THERE IS THE UNPRETENTIOUSNESS OF APPLIED CRAFTSMANSHIP, WHICH HOWEVER WORTHY, DOES NOT ALWAYS CONNOTE PRESTIGE.

The 'common base' argument reflects a desire to assure an orderly and consistent experience for each teaching candidate; it is also a means of awarding status to the new institution. The department's position assures that each college has the right to recruit and assist its new faculty independent of certification requirements. Though university spokesmen agree with this policy, there exists an atmosphere of faithlessness, on their part relative to the level of teaching to come out of the C.A.A.T. The attitude is more of - prove what you can do first; then we'll decide how to treat you.

We would identify the problem this way: The strengthening of new faculty in the College of Applied Arts and Technology is dependent upon the assistance and favor that no other group except the university, can provide. And, the educational acceptance of the C.A.A.T. should come from the very institution which so often witholds it. The new college is psychologically dependent upon the honor that only the university can grant; but according to the legislation, they are not tied in any way.

This is the dilemma.

A SYSTEM IN FORMATION

The C.A.A.T. and the University

The provincial universities, if they choose, are in a position to either enhance or ignore the College of Applied Arts and Technology.

Individually, through informal coalitions, or, collectively on the advice of the Committee of Presidents, they must decide at what level of acceptance the C.A.A.T. is to be placed.

1. The universities can offer the use of part-time staff so that such employment does not take on the characteristics of 'moonlighting'.
2. The universities can authorize special courses within the C.A.A.T. so that credit for them does not take place after the fact.
3. The universities can cooperatively consult with new C.A.A.T. administrators on issues of faculty development so that no educational body needs to disparage the quality of another.
4. The universities can be a locus for discussion on the changing educational spectrum so that opportunity is made for the initiation of more comprehensive educational programs.
5. The universities can utilize a rich, new resource for educational research like that proposed by the Ontario Institute for Studies in Education.

All of these things can be done - but will they be encouraged?

We asked the new C.A.A.T. presidents their opinion on the feasibility and endorsement of C.A.A.T. and university cooperation. We referred to such cooperation by the term 'coalition'. A deliberate connotation was made that formal arrangements be made.

Three of the six replied succintly that while a transfer relationship was being negotiated with a local university, it was not likely that any formal coalitions would develop - "because the universities are set up to perform a

somewhat different function and safeguards against this happening have been built into the philosophy wherever possible."

The other three presidents named the institutions with whom they were establishing "excellent cooperation."

One administrator wrote that "the university will either provide staff or use our own staff to teach certain courses. Fifty percent of our staff is qualified to teach at any university."

A second president, in favor, conceded that "although a coalition of the colleges with local universities may be possible in some courses where the college could give the first or the first and second year of a university degree course, such courses would be only a small part of the overall curriculum."

The third interpreted coalition to mean a direct affiliation between the College of Applied Arts and Technology and the University. He agreed with those who felt that "such would not come to pass" and maintained, that he hoped it would not ever happen.

> "I think the colleges are a legitimate educational institution distinct from the universities, and, therefore will strive to maintain their individuality."

He envisions the acceptance of transferability patterns on an agreement basis.

> "Acceptance by the long established universities in Ontario will come less readily than that of the newly founded ones such as Brock, Trent, etc. These latter, are in their embryonic years and are more flexible in their approach."

Further, he hopes for share arrangments with the universities in reference to data processing services, library access, and faculty share policy. But this must be carried out in the absence of a 'coalition'.

> "In a mobile society, this means that a graduate of any College of Applied Arts and Technology should have access to any of the universities of the Province, and not be forced to pursue an academic career in one of the universities."

In summary, four of the six leaders are of the opinion, that "unless there were a radical change in conditions, no such merger is likely."

Five of the six are willing to pursue transfer arrangements and in one case, a strong argument is presented for the institutional autonomy of both the C.A.A.T. and the university.

The C.A.A.T. and the Provincial Government

"The officials are talking broadly, but do they really mean it?"*

The political facts of life are that governments do not like to hand out money without exercising some means by which the recipient is to be accountable for how he spends it.

In Ontario Province, the Department of Education is the executive arm of the Council of Regents and legal direction is channeled by the Applied Arts and Technology Branch, headed by Mr. Norman Sisco. The chief administrator has a growing staff of individuals (see Appendix A.) who are "mostly products of the existing post-secondary system, the institutes of technology and the vocational centers, as well as people who have been recruited etc." (6:50) The Branch upholds a policy of decentralization of authority in order that a) each institution have an opportunity to be autonomous and b) that each Board of Governors be free to structure its own programs. New curricula are proposed by the C.A.A.T. staff with the help of local advisory committees but eventual confirmation of all programs rests with the Council of Regents. This 'check' explains Mr. Sisco, is to prevent senseless duplication or carbon-copy programming.

When Sisco spoke before the Community College Conference in January, it was obvious that all present did not accept the 'gospel according to Sisco'. Concern was expressed over two characteristics of the C.A.A.T. legislation.

1. The positioning of the Department of Education as the guideliner for the C.A.A.T. development and
2. The make-up of the Board of Governors

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* Question from discussion group member at Community College Conference-Jan. 14, 1967

In relation to the first point, one criticism has been that the Department of Education is made up of people 'conditioned by a traditional system'. Participants who previously questioned the uniquess of the C.A.A.T. wondered where innovation could be initiated under these circumstances. Professor Stager commented that in his opinion, the C.A.A.T.'s placement with the Department of Education rather than with the newly formed Department of University Affairs was a function a financial restriction..."because that is where the money could be gotten from". He also voiced resentment that the "documents" were given to people in Ontario and they didn't question it.

The other concern was for the usual makeup of the local Board of Governors. Little representation has been given to those adult education and continuing education people who have long been working in this area of education. Similarly, professional educators have been primarily utilized as advisors and consultants, only. The formal recognition of leadership and the right to make educational decisions is vested in a group encompassing the civic and business leaders of the community. An example is the occupational range on the new board of the C.A.A.T. in Welland, Ontario.* The deference accorded to such a group is no surprize to those who are familiar with the sociological fact that power within a community is contained by those who have the most to invest. As one group member noted. "We make very naive assumptions about communities doing the talking and vested interests listening."

A Provincial Government which is totally funding (without additional taxation) a new level of public education is therefore, more willing to work through a civil-service staffed bureau than an autonomous group of interested citizens. Yet, it is apparent that experienced groups could have been relied on to a greater extent in the embryonic stages of the C.A.A.T. Unfortunately,

* As announced in a Welland newspaper, the Board of Governors includes a lawyer, an general manager of International Nickel Co., the president of a large company, an area supervisor for the United Steelworkers, and a college registrar.

in a government setting, ideas as suggestions, are transformed in to official guidelines.

We believe that the concerns expressed at the Community College conference were broadly based and significant in that sincere confusion over the purpose of the C.A.A.T. and its relationship with the Department of Education was voiced. The tenor of the group who listened to Mr. Sisco and the C.A.A.T. presidents speak, was one of "why weren't we included more in the beginning." Interestingly, this does not come out in the formal proceedings of the Conference just issued but you knew it if you were there.

The political facts of life and the reality of social power cannot be denied. This does not cancel the associated premise that it is not valid to state that a community be allowed to 'toot its own horn' when, in essence, the music has been written for them.

The University and the Province

An early assumption in the part I study, was that one cannot understand the Ontario concept of a Technical and Applied Arts college without looking at the over-all framework of higher education. Robin Harris has recognized this when he writes that Ontario's evolving education is distinctly effected by her educational past.

We found that the Provincial universities are working with each other more than ever before. The President's Committe of Provincially Assisted Universities lacks, as Harris contends, authority to speak for the majority; yet, the Reports of this group yield a kind of informal persuasion that is difficult to evaluate. Certainly, their statements influence those who do have the authority to make decisions. Secondly, the idea of government and university partnership, mentioned by Claude Bissell, is being accepted to a much greater degree even if the refinements of this relationship are not

all clear. Harris has written:

> "Quite clearly there is a provincial system of higher education in Ontario. More than a dozen institutions are now involved in carrying out the tasks performed in 1906 by a single provincial university...The government has still to refine the structure of its mechanism for dealing with the universities, specifically by clarifying the relationship between the Advisory Committee and the Department of University Affairs."
>
> (7:62)

Robin Harris is probably the most influential proponent for this 'partnership' movement. In a more recent statement, he goes one step further :

> "...Since, constitutionally, education is a provincial rather than a federal responsibility, the crucial relationship is with the provincial government."

Referring to lectures on higher education in the various provinces, he grants the necessity for some of the regions to move toward "interprovincial alliances." An exploration of this pattern is probably the topic of a future publication of the Ontario College of Education!

A System of Universities; Not a System of Higher Education

The reponses of the C.A.A.T. presidents to our question of coalition must be evaluated carefully. They have not been in this role for very long and they do not 'know' each other well. The lack of unity among them is in direct comparison with the evolving closeness of the university group. Is the College of Applied Arts and Technology to be considered part of the system of higher education in Ontario? The present system does not physically or psychologically support this concept.

If the relationship of the C.A.A.T. to both the government and the university is blurred; the relationship of the university to government is very much in focus. President Bissell asserts that this relationship is going to be the basis of real unity for institutions of higher education.

> "...the Universities of Ontario are now about to give a firmer basis to their cooperative activities by establishing a central office with a full-time officer who will give leadership in the organizing of research, and will

> provide the kind of administrative direction and assistance which hitherto has been undertaken by certain members of the universities as a sort of extra-curricular assignment." (12:100)

No one has examined the possible consequences of university and governmental unity on the College of Applied Arts and Technology particularly when the government, itself, denies the need of the C.A.A.T. to define its purpose with the university system. What will happen when a particularly innovative College of Applied Arts and Technology enters into a bi-lateral arrangement with one of the less tradition-bound universities? Or what if several of the C.A.A.T. (there will be at least three in Metropolitan Toronto) were to collectively offer an unusually high level course sharing staff and facilities? When the time is reached that a higher proportion of Ontario's young people are attending C.A.A.T.'s than are attending universities*, what formal agreements will there be to implement this power?

We imagine that it will be then time for the united universities and their governmental partners to speak load and clear as the protectors of Canada's educational quality.

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* Several authorites estimate this time to be around 1976 when nearly 50% of the 18-21 year old age group will be enrolled in post-secondary institutions. (6:95)

EPILOGUE

We cannot begin to form any specific conclusions on the data collected. We trust that the elaborations in each section stand on their own as stimulus for further investigation. We feel that we learned a great deal about the forces involved (though not 'behind') and the avowed purpose of the College of Applied Arts and Technology in Ontario Province. And, it seemed evident to us that the growing pains of a new institution, do not recognize either political or geographical perameters. We wish that we had had more time to explore the appointment criterion for the Council of Regents; the reasons for the selection of individual Board of Governor members; and the nature of the informal arrangements that have begun to take place between certain C.A.A.T.'s and local universities.

Finally, we should certainly feel our efforts to have been in vain, could we not assert a recommendation or two.

Recommendation I

> That there be formed a "President's Council of the College of Applied Arts and Technology". This group could function as a sounding board for criticism founded on mis-understanding and could respond collectively to the unitary power of other educational levels.

Recommendation II

> That a series of conferences be held on the C.A.A.T. under the joint sponsorship of individual Colleges and the Applied Arts and Technology Branch of the Department of Education. Channels of communication have been initiated by the Continuing Education group but it would be more realistic to involve the actual participants rather than interested 'outside' groups.

Recommendation III

> That the Ontario Institute for Studies in Education and State University of New York at Buffalo engage in comparative research on the junior college development as effected by differences in political philosophy and social structure. This might also correct the mis-information that exists about the relative strengths and weaknesses of the approach in New York State and Ontario and serve as a stepping off point for more comprehensive educational studies.

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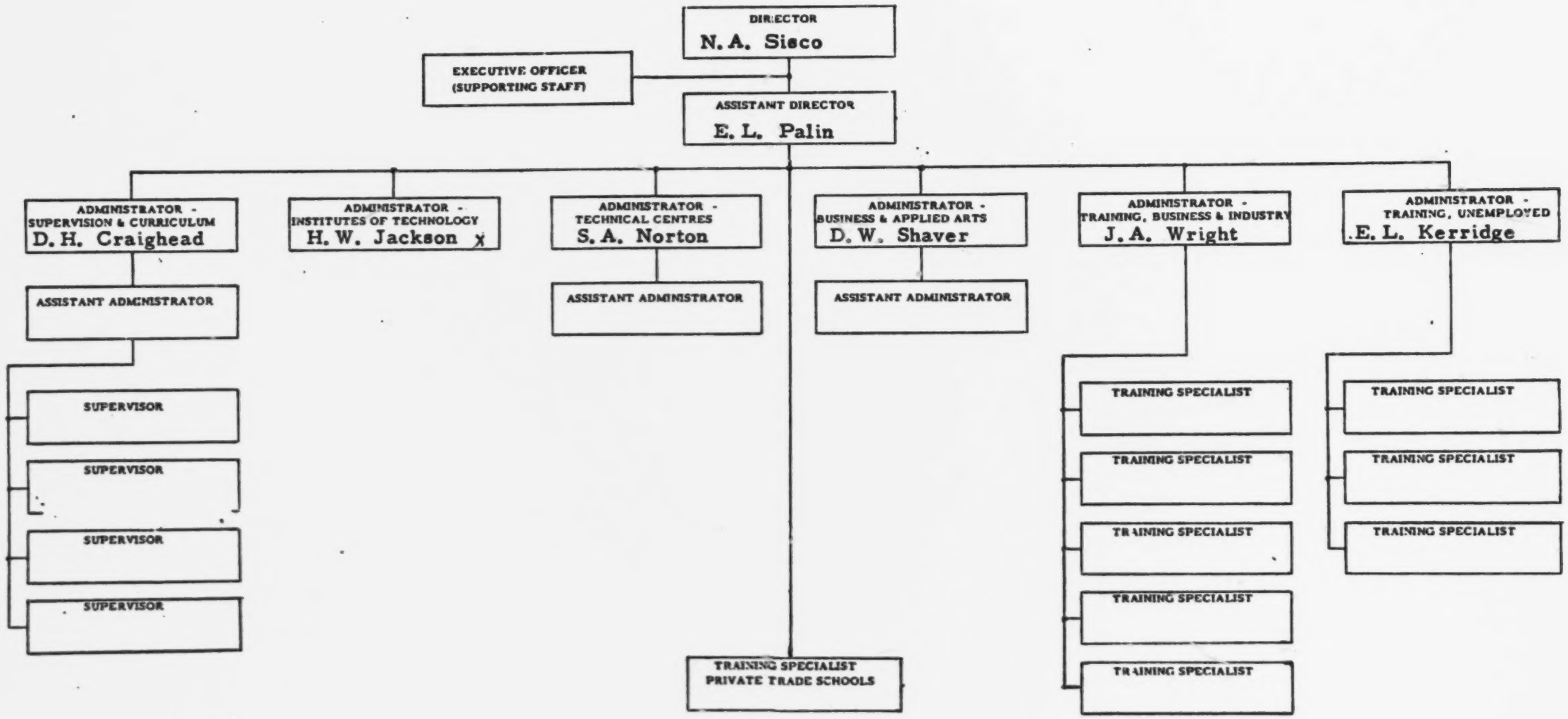
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Appendix A.